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VOCATIONAL EDUCATION, THE BRIDGE BETWEEN MAN AND HIS WORK. SUMMARY AND RECOMMENDATIONS, ADAPTED FROM THE GENERAL REPORT OF THE ADVISORY COUNCIL ON VOCATIONAL EDUCATION.

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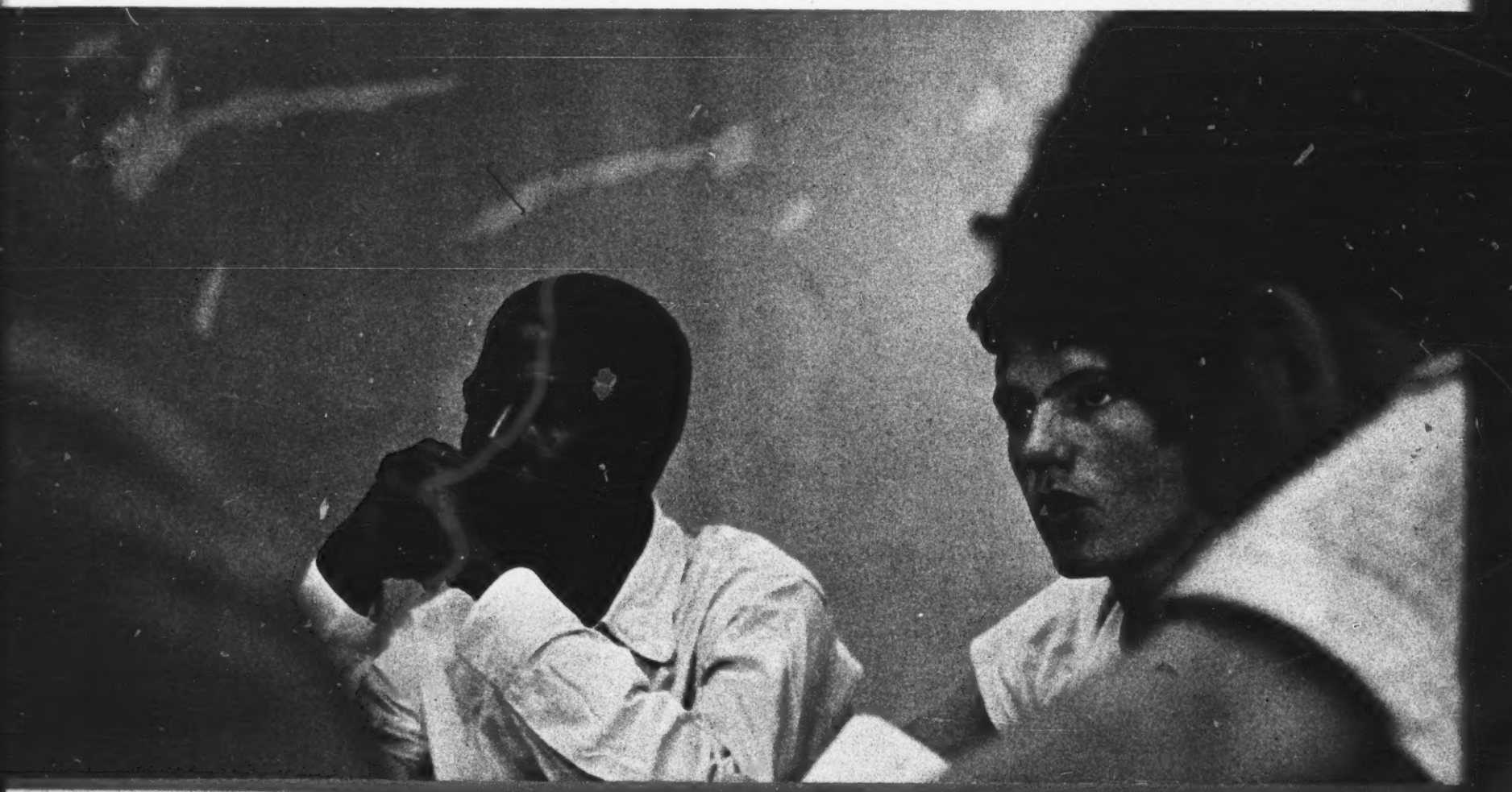
DESCRIPTORS- *VOCATIONAL EDUCATION, *PROGRAM EVALUATION, *NATIONAL PROGRAMS, *ADVISORY COMMITTEES, *EDUCATIONAL NEEDS, STATISTICAL DATA, EDUCATIONAL IMPROVEMENT, STUDENT ENROLLMENT, FEDERAL AID, EDUCATIONAL PROBLEMS,

CONGRESS DIRECTED THAT AN ADVISORY COUNCIL ON VOCATIONAL EDUCATION BE ASSEMBLED PERIODICALLY TO STUDY THE NATION'S PROGRAM OF VOCATIONAL EDUCATION AND TO REPORT ITS FINDINGS AND RECOMMENDATIONS. THIS IS A SUMMARY OF THE REPORT OF THE FIRST ADVISORY COUNCIL. APPROXIMATELY 7 MILLION PERSONS WERE ENROLLED IN VOCATIONAL EDUCATION DURING 1967. ENROLLMENT INCREASE FOR THE THREE YEARS, 1965-1967, WAS ABOUT 300 PERCENT LARGER THAN THE ENROLLMENT INCREASE FOR THE THREE YEARS PRIOR TO THE IMPLEMENTATION OF THE VOCATIONAL EDUCATION ACT OF 1963. DURING 1966, 25.4 PERCENT OF THE STUDENTS IN PUBLIC SECONDARY SCHOOLS (GRADES 9-12) WERE ENROLLED IN VOCATIONAL EDUCATION PROGRAMS. IN A NATIONAL SAMPLE OF 606,872 GRADUATES IN OCTOBER 1966, 80 PERCENT OF THOSE AVAILABLE FOR PLACEMENT WERE PLACED IN A FIELD FOR WHICH THEY WERE TRAINED OR IN A RELATED FIELD. AN EXPANDED CONCEPT OF VOCATIONAL EDUCATION IS REQUIRED BECAUSE OF SOCIAL PROBLEMS, UNEMPLOYMENT (IN 1966, FOR EXAMPLE, 12.0 PERCENT OF 14-19 YEAR OLDS WERE UNEMPLOYED), LARGE CITY PROBLEMS, A CRISIS IN RURAL AREAS, AND THE FINANCIAL BURDEN OF CITY SCHOOL SYSTEMS. ON THE BASIS OF A COMPREHENSIVE REVIEW OF THE FINDINGS, THE COUNCIL MADE 26 RECOMMENDATIONS, INCLUDING ONE THAT $1,565,000,000 BE AUTHORIZED UNDER THE VOCATIONAL ACT TO MEET CURRENT NEEDS. (PS)

Why is vocational education necessary? It is the bridge between man and his work. Millions of people need this education in order to earn a living. Every man wants to provide for his family with honor and dignity and to be counted as an individual. Providing for an individual's employability as he leaves school, and throughout his worklife, is one of the major goals of vocational education. Vocational education looks at a man as a part of society and as an individual, and never before has attention to the individual as a person been so imperative.



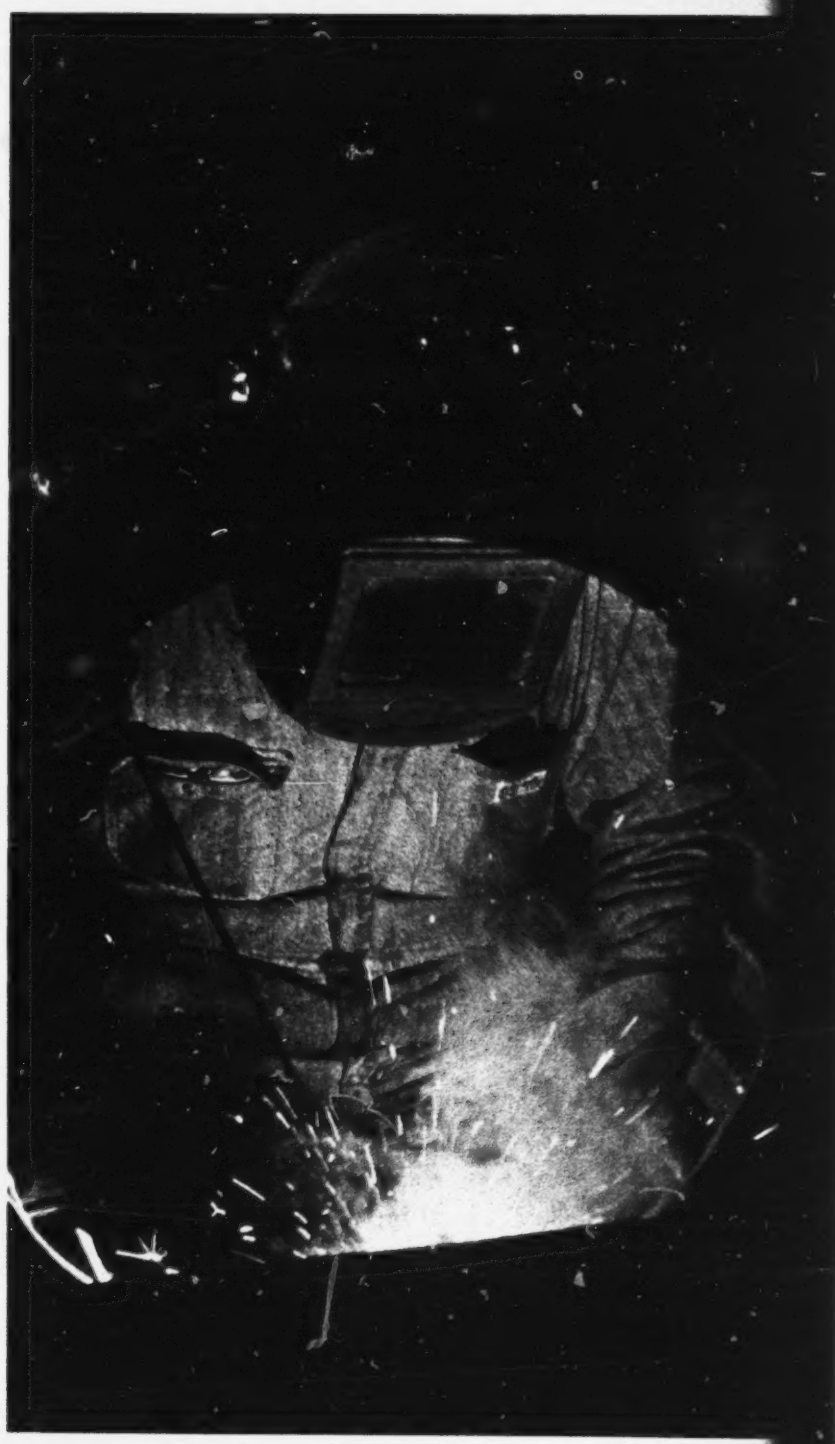
# VOCATIONAL EDUCATION

## the bridge between man and his work

### SUMMARY AND RECOMMENDATIONS

Adapted from the General Report of the
Advisory Council on Vocational Education

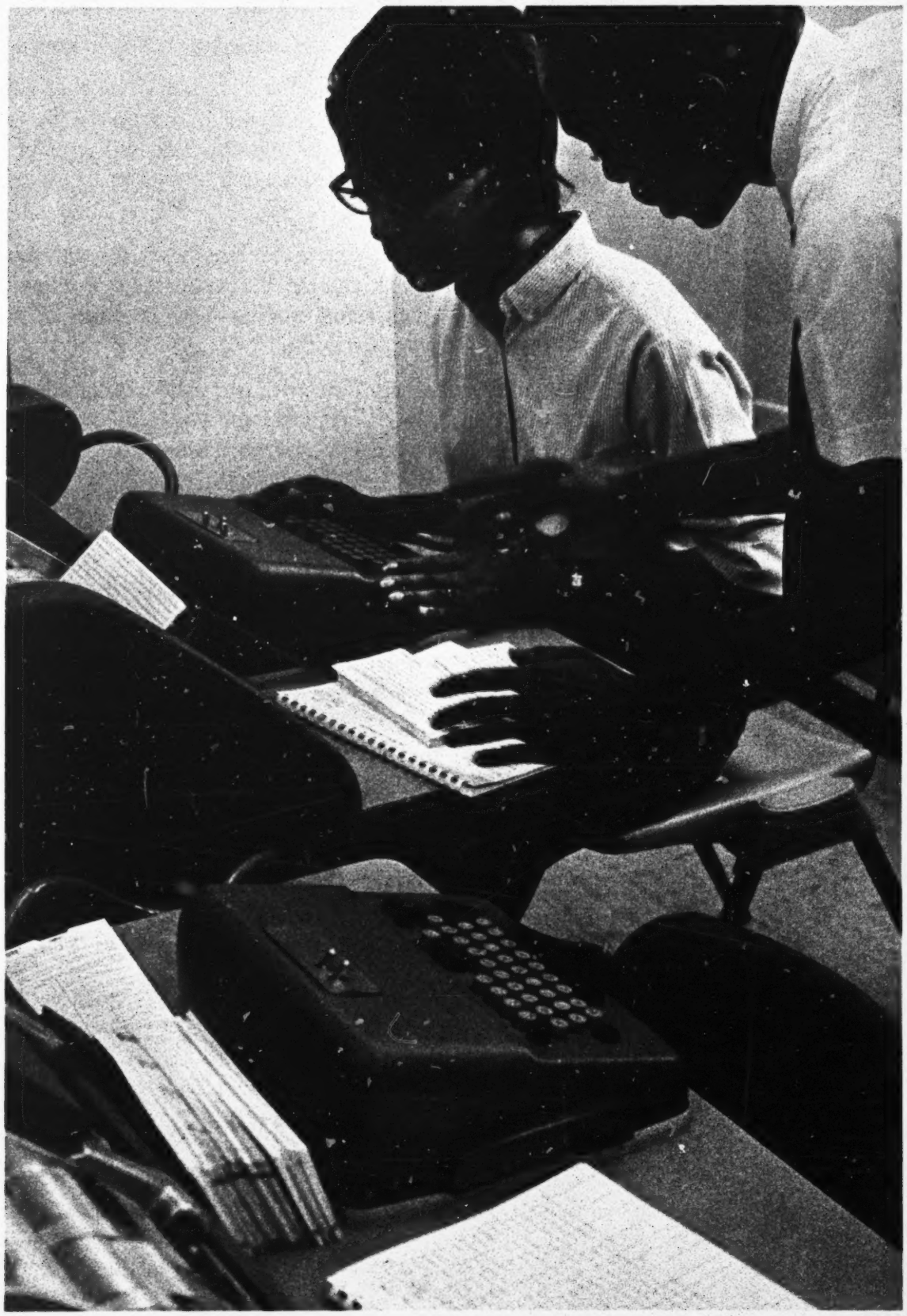
1968



The Congress, in the Vocational Education Act of 1963, proposed that persons of all ages in all communities should have ready access to vocational education based upon individual needs, interests, and abilities.

As an aid in achieving this goal, the Congress directed that an Advisory Council on Vocational Education be assembled periodically to study the Nation's program of vocational education, and to report its **findings** and **recommendations.**

This is a summary of the report of the first Advisory Council.



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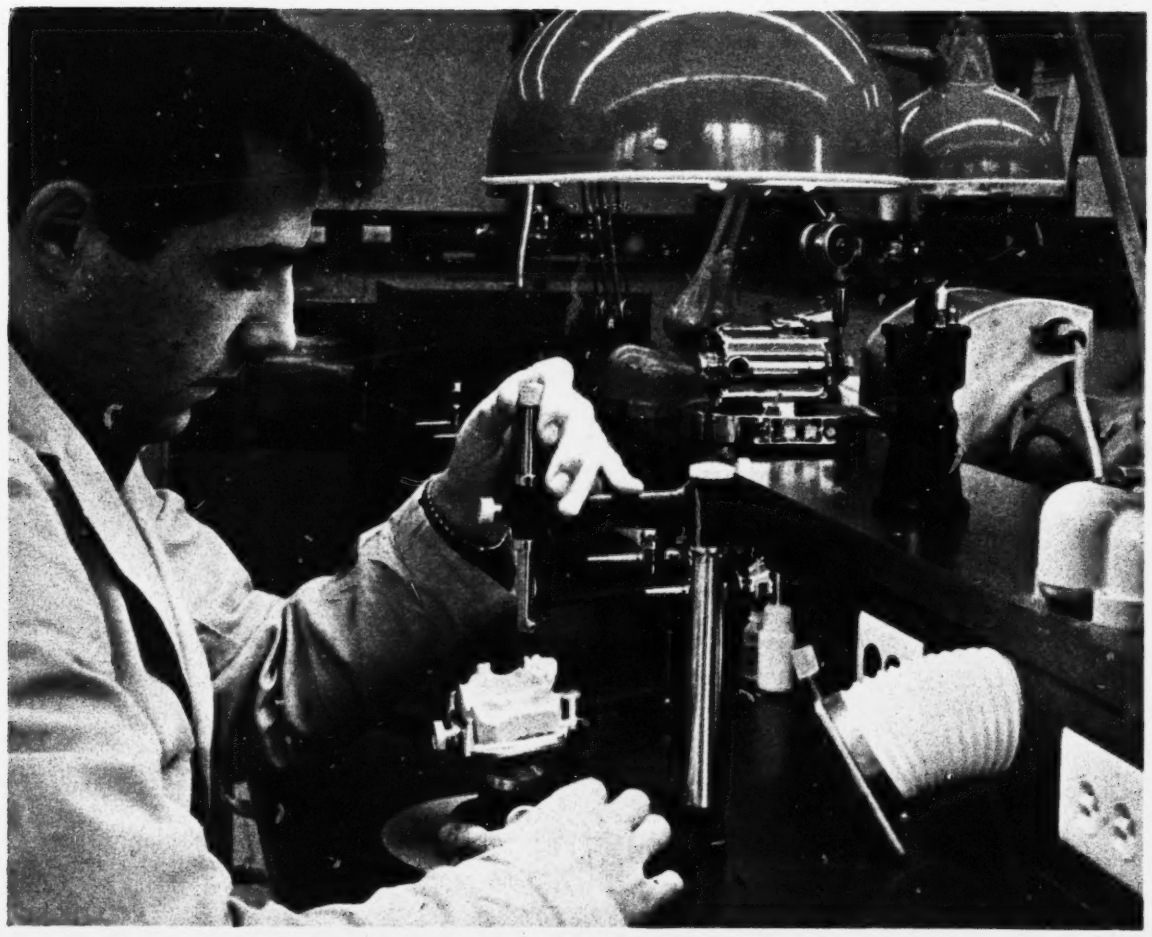
# FINDINGS

## WHAT ARE SOME OF THE IMPERATIVE EDUCATIONAL NEEDS?

- No longer can the emphasis be on matching the best man with an existing job; it must be placed on providing a suitable job for each man or equipping the man to fill a suitable job.
- Less emphasis must be placed on manpower as an economic resource and more on employment as a source of income and status for workers and their families.
- A reorientation of values is needed to satisfy a new set of closely interwoven functions.
- The opportunity must be provided to improve the individual's employment status and earnings and to help him adapt to a changing economic environment and an expanding economy.
- Career consciousness must be integrated throughout the schools in order to enlarge the number of options and alternatives for individual pupils—both in terms of occupations and higher education.
- The study of the world of work is a valid part of education for all children—it documents for youth the necessity of education both academic and vocational.



# FINDINGS

## HOW MANY PEOPLE WERE ENROLLED?

**Approximately 7,000,000 persons were enrolled in vocational education during fiscal year 1967.**

**The program of vocational education has grown significantly in enrollment due to the impact of the Vocational Education Act of 1963.**

| *Fiscal Year* | *Total Enrollment* |
|---|---|
| 1962 | 4,072,677 |
| 1963 | 4,217,198 |
| 1964 | 4,566,390 |
| 1965 | 5,430,611 |
| 1966 | 6,070,059 |
| 1967 | 6,880,000 [1] |

[1] Projected

**Enrollment *increase* for the three years VEA'63 has been operational (1965 to 1967) was about 300 percent larger than the enrollment *increase* for the three years prior to the implementation of VEA'63.**

## HOW WAS ENROLLMENT DISTRIBUTED?

*Fiscal Year 1966*

| | |
|---|---|
| Secondary Schools | 3,048,248 |
| Post-secondary Schools | 442,097 |
| Adult Programs | 2,530,712 |
| Youth With Special Needs | 49,002 |

**25.4 percent of the students in public secondary schools (grades 9-12) were enrolled in vocational education programs**

## FOR WHAT OCCUPATIONAL AREAS WERE THEY PREPARING?

*Fiscal Year 1966*

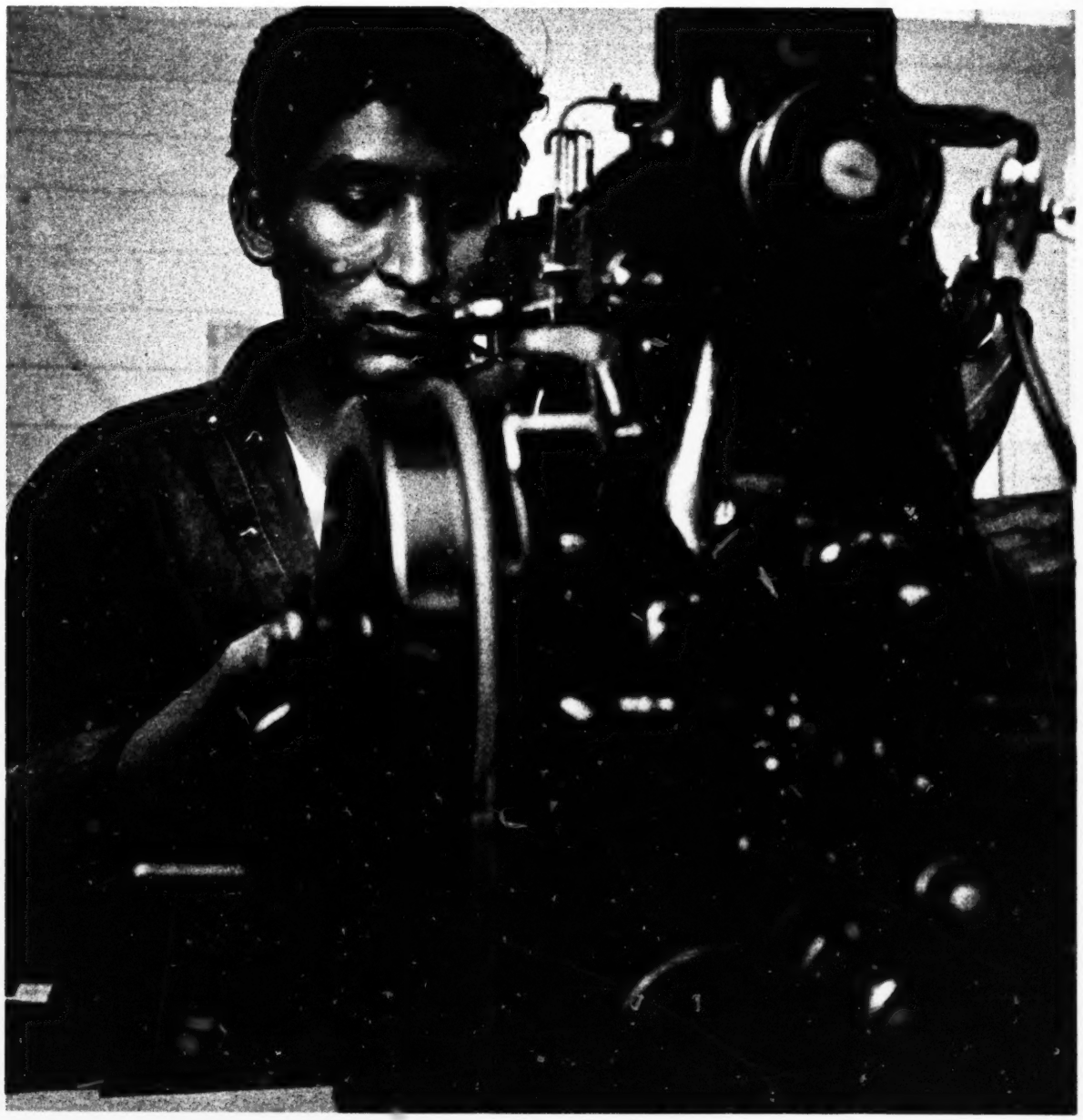
| | |
|---|---|
| Agriculture | 907,354 |
| Distributive | 420,426 |
| Health | 83,677 |
| Home Economics (Homemaking) | 1,855,824 |
| Home Economics (Gainful) | 41,846 |
| Office | 1,238,043 |
| Technical | 253,838 |
| Trade and Industrial | 1,269,051 |

# FINDINGS

## WHAT HAPPENED TO THE GRADUATES?

NATIONAL SAMPLE OF 606,872 GRADUATES (OCTOBER 1966)

| | |
|---|---|
| *Persons available for placement* | *347,370* |
| Placed in field trained or related field | 80% |
| Placed unrelated to training | 12% |
| Placed part-time | 4% |
| Unemployed | 4% |
| *Persons not available for placement* | *219,482* |
| Entered armed forces | 45,517 |
| Continued school full-time | 141,302 |
| Other reasons | 32,663 |
| *Information not available* | *40,020* |



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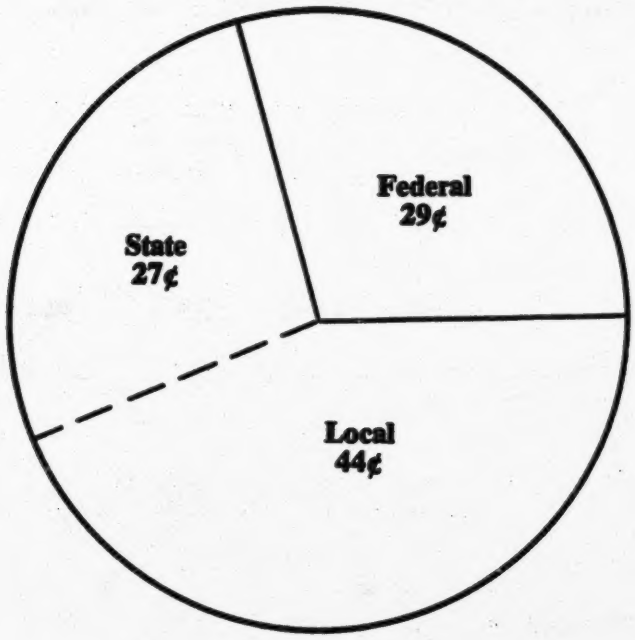
# FINDINGS

## WHAT IS THE SOURCE OF FUNDS FOR PUBLIC VOCATIONAL EDUCATION?

Source of Funds for $1 Spent on Vocational Education in FY 1966




## HOW ARE FUNDS INVESTED?

### FEDERAL EXPENDITURES IN FY 1966

Per enrollee (average) ..... $24

*Per enrollee in:*

- Agricultural education ..... $28
- Distributive education ..... $17
- Health occupations education ..... $73
- Home economics education ..... $6
- Office occupations education ..... $19
- Technical education ..... $78
- Trade and industrial education ..... $40

*Per enrollee in:*

- Secondary schools ..... $19
- Post-secondary schools ..... $60
- Adult programs ..... $3
- Programs for Youth With Special Needs ..... $38

# FINDINGS

## IS THE INVESTMENT LARGE ENOUGH?

*Comparison of Appropriations for Vocational Education With Other Federally Supported Programs Fiscal Years 1961-1967 (Millions of Dollars)*

| Program | 1961 | 1962 | 1963 | 1964 | 1965 | 1966 | 1967 |
|---|---|---|---|---|---|---|---|
| **Total** | **285** | **338** | **423** | **521** | **1394** | **2044** | **2149** |
| *Labor* | | | | | | | |
| United States Employment Service | 152 | 186 | 183 | 195 | 206 | 256 | 306 |
| Bureau of Apprenticeship and Training | 4 | 5 | 5 | 5 | 6 | 7 | 8 |
| Bureau of Labor Statistics (Manpower and Employment) | 4 | 5 | 5 | 6 | 7 | 8 | 9 |
| Manpower Development and Training | | | 70 | 130 | 397 | 435 | 421 |
| *Health, Education, and Welfare* | | | | | | | |
| **Vocational Education** | **50** | **54** | **57** | **57** | **187** | **260** | **283** |
| Vocational Rehabilitation | 75 | 88 | 103 | 128 | 146 | 231 | 313 |
| *Office of Economic Opportunity* | | | | | | | |
| Neighborhood Youth Corps | | | | | 132 | 272 | 325 |
| Job Corps | | | | | 183 | 310 | 211 |
| Work Experience | | | | | 112 | 150 | 100 |
| Other OEO Manpower (Estimated) | | | | | N.A. | 80 | 143 |
| Adult Basic Education | | | | | 18 | 35 | 30[1] |

[1] *The 1966 Amendments to the Economic Opportunity Act transferred funding of Adult Basic Education to the Department of Health, Education, and Welfare.*

**Despite significant increases in Federal appropriations for vocational education beginning in fiscal year 1965, the amounts provided are too small to carry out the provisions of the Vocational Education Act of 1963. Appropriations are also small in comparison with other Federal programs.**

# FINDINGS

## WHY IS AN EXPANDED CONCEPT OF VOCATIONAL EDUCATION REQUIRED?

***Because there are social problems such as:***
**Housing / Poverty / Urbanization / Slums / Population growth / Juvenile delinquency / Ethnic relationships**

***Because many people are unemployed:***
**In 1966, for example**

| | |
|---|---|
| **14-19 Years (Both Sexes)** | **12.0%** |
| **20 Years and Over (Men)** | **2.5%** |
| **20 Years and Over (Women)** | **3.8%** |
| **White** | **3.4%** |
| **Non-white** | **7.5%** |

***Because large cities have problems such as:***
**Crime / Disease / Delinquency / Illegitimacy / Broken families / Minority group concentration / Unemployment / Deficient housing / Air and water pollution / Congested transportation / Waste and garbage disposal.**

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# FINDINGS

***Because of a crisis in rural areas due to:***
**Low educational attainment / Low economic level and tax base / Sparse population / Lack of business and industrial employment opportunities.**

***Because city school systems are burdened financially due to:***

- **Increased costs per pupil (three times faster than the average per capita value of taxable property)**
- **Falling assessment ratios which shield more existing property from taxation**
- **High cost of municipal systems**
- **State limitations (taxing power and aid) which favor rural and suburban districts.**

## WHAT CRITICAL ISSUES MUST BE FACED?

1. **Interrelated objectives of manpower training:**
   **—Training for employability**
   **—Training for the disadvantaged**
   **—Training or retraining to improve skills**
   **—Training to break skill bottlenecks**

2. **Evaluation of the cooperative training responsibilities of public agencies and private employers**

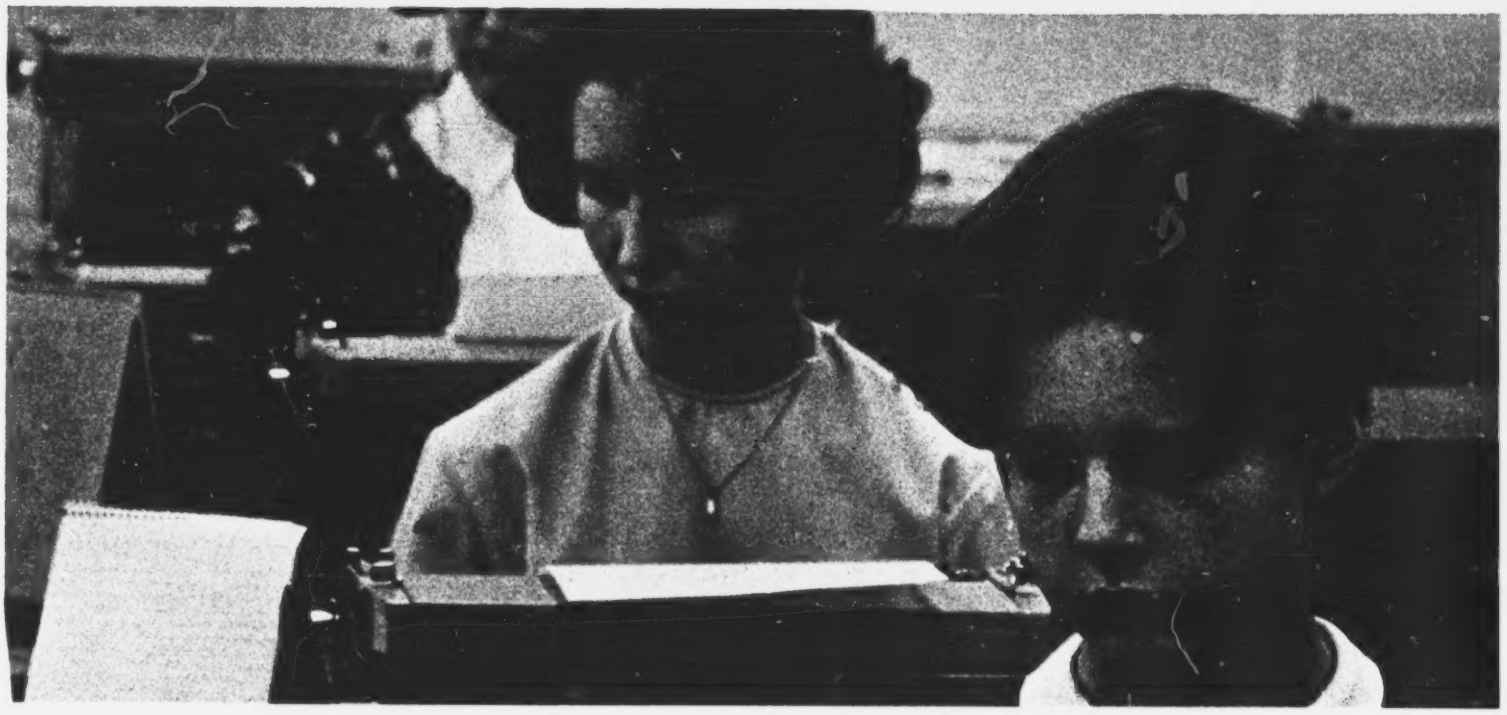
3. **Relative merits of in-school and on-the-job training**

4. **Importance of both *work* and *training* in work-training programs**

5. **Rapidly increasing number of Federal, local, and private training programs often designed to serve the same groups**

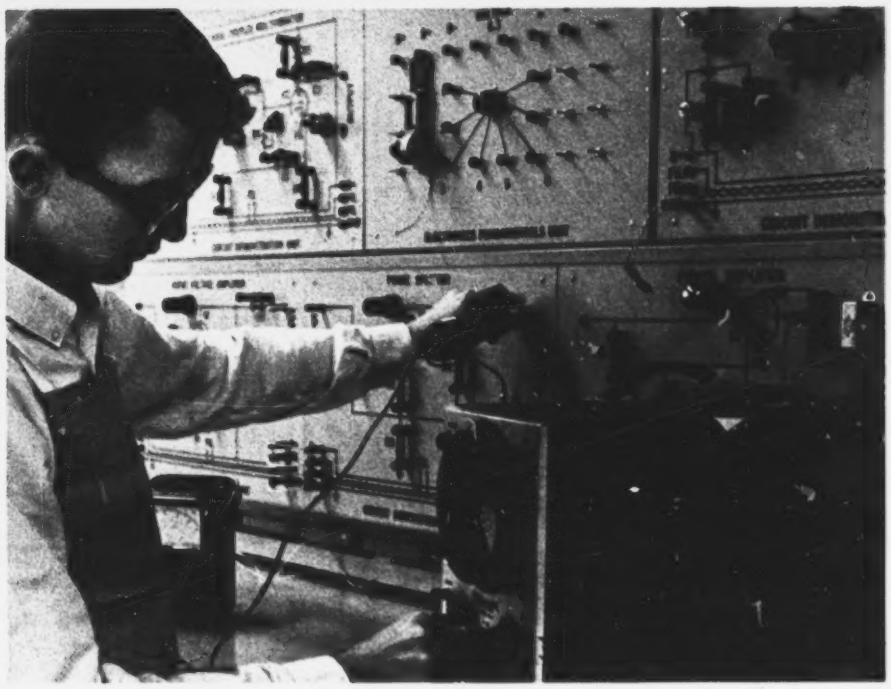
6. **New methods needed to find, reach, and motivate more of the unemployed who should undertake training**

7. **Evaluation of the effectiveness of existing training programs**



## WHAT MUST BE DONE IMMEDIATELY?

1. Provide remedial education for children of illiterate parents and for victims of deficient schools.
2. Seek the discouraged and under-motivated and encourage them to take advantage of available services.
3. Provide adult basic education to remedy the academic deficiencies of those left behind by rising educational attainment.
4. Develop pre-vocational orientation to expose those of limited experience to alternative occupational choices.
5. Provide training for entry level skills for those unable to take advantage of advanced training because they lack rudimentary education.
6. Subsidize training costs to induce employers to accept less able employees for on-the-job training.
7. Supply training allowances to provide support and incentive for those undergoing training, and residential facilities for youth whose home environment precludes successful rehabilitation.
8. Provide work experience for those unaccustomed to the discipline of the work situation.
9. Create public service jobs tailored to the needs of job seekers not absorbed in the competitive job market.
10. Provide supportive services, such as medical aid, for those who need corrective measures to enter or resume positions in the world of work, and day-care centers for mothers with small children.



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# RECOMMENDATIONS

## THE COUNCIL'S COMPREHENSIVE REVIEW OF THE FINDINGS PROVIDES THE BASIS UPON WHICH THE FOLLOWING RECOMMENDATIONS ARE MADE:

### FOR LEGISLATION

1. All Federal vocational education acts administered by the Office of Education be combined into one Act.

2. A Department of Education and Manpower Development be established at Cabinet level.

3. Funds and permanent authority be provided for the Commissioner of Education to make grants or contracts to State Boards and, with the approval of the State Board, to local educational agencies and to other public or non-profit private agencies, organizations, or institutions for planning, development, and operation of exemplary and innovative programs of occupational preparation.

4. Funds and permanent authority be provided to develop and operate new and expanded vocational educational programs and services specifically designed for persons who have academic, social, economic, or other handicaps.

5. The combined Vocational Education Act provide permanent authority for work-study programs at the secondary and post-secondary levels structured so as to combine education, training, and work experience, as well as offer income opportunities.

6. Funds and permanent authority be provided for the Commissioner to make grants to State Boards of Vocational Education and, with the approval of the State Board, to colleges and universities, and/or to public educational agencies to construct facilities and operate residential vocational schools.

7. The Act provide for at least 25 percent of the funds appropriated for allocation to the States to be used for the intent set forth in purpose (2), post-secondary schools, and (3), adult programs, of the Vocational Education Act of 1963.

8. Funding authorization be provided specifically for homemaking education in a separate section of the Act.

9. The Act provide for the distribution of funds to the States on bases which will encourage increased enrollment, attendance, and improved performance.

10. The Act permit matching of the Federal allotment on a statewide basis.

11. Provision be made for States to receive allotments earlier in the calendar year and expenditure of funds be authorized through the succeeding fiscal year.

12. The Act provide that salaries and expenses needed for the administration of vocational and technical education be included in the annual appropriation for this Act.

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# RECOMMENDATIONS

13. Provisions in the Act for developing a State plan stipulate that a State shall, through its designated State Board for Vocational Education:

    A. Submit for approval a properly executed legal contract to the Commissioner of Education on such forms and in such detail as the Commissioner deems necessary to assure compliance with the provisions of the Act and regulations;

    B. Submit a five-year projected plan for administering and operating programs of vocational and technical education. (An annual updating of the plan to reflect changes and modifications contemplated would be submitted on or before the beginning of each fiscal year.)

14. The Act recognize the need and provide support for professional and para-professional staff recruitment, preparation, and upgrading at all levels, including leadership, administration, teacher education, and counseling and guidance, on a State, regional, and National basis.

15. Twenty-five percent of the funds appropriated for Title IV of the Higher Education Act of 1965 be set aside for opportunity grants for students interested in entering post-secondary technical and vocational programs.

16. Funds be authorized for pilot projects to study the feasibility of reimbursement to employers for unusual costs of supervision, training, and instruction of part-time cooperative students in publicly supported education.

# RECOMMENDATIONS

**17.** Ten percent of the sums appropriated for the purposes listed in Section 4(a) of VEA'63 be used by the Commissioner of Education for the following purposes:

A. For grants or contracts to colleges and universities and other public or non-profit private agencies and institutions to pay part of the cost of research and dissemination of research results in vocational and technical education;

B. For grants or contracts approved by the operating Bureau for evaluation, demonstration, and experimental programs in vocational and technical education and for dissemination of results;

C. For grants to States for paying part of the cost of State research coordinating units, State research, evaluation, demonstration, and experimental programs in vocational and technical education and dissemination of results.

**18.** The Act provide funds and require the Office of Education to be responsible for collecting data and preparing an annual descriptive and analytical report on vocational education to be submitted to the President and the Congress.

**19.** The Act provide that each State conduct a periodic statewide review and evaluation of its vocational education program.

**20.** The Act include within the definition of vocational education "pre-vocational" and "employability skills."

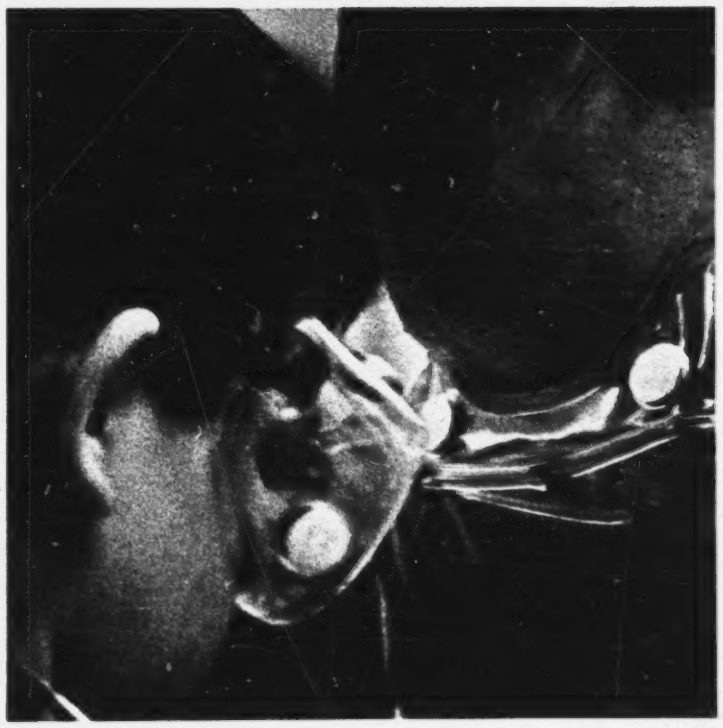
**21.** The Vocational Education Act of 1963 be modified by deleting the word "area" from all designated facilities funded under the construction provisions of the Act.

**22.** The definition of vocational education in the Act be expanded to include the responsibility of education for initial job placement and follow-up of persons who:

A. Have completed or are about to complete a program of education;

B. Require part-time employment to remain in school;

C. Need work experience which is an integral part of an educational program.



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**23.** **In order to meet current needs, authorization levels for administering and operating programs of vocational and technical education under the Act be established as follows:**

| | | | |
|---|---|---|---|
| I. | Grants to States and Grants Authorized by the Commissioner of Education (*Students Served—8,000,000*) | $500,000,000 | |
| | A. Grants to States | ($437,500,000) | (50-50) |
| | B. Grants by Commissioner | ($62,500,000) | (100) |
| II. | Work-study Program (*Students Served—575,000*) | $350,000,000 | (90-10) |
| III. | Exemplary and Innovative Programs for General and Disadvantaged Population (*Students Served—175,000*) | $200,000,000 | (100) |
| IV. | Residential Vocational Schools (50) (*Students Served—25,000*) | $200,000,000 | (90-10) |
| V. | Programs for the Socially, Economically, and Culturally Disadvantaged (*Students Served—175,000*) | $300,000,000 | (90-10) |
| VI. | Vocational Homemaking (*Students Served—2,000,000*) | $15,000,000 | (50-50) |
| | TOTAL AUTHORIZATION | $1,565,000,000* | |
| | *Total Students Served—10,950,000 including 2,000,000 in Home Economics* | | |

* *Supporting data are shown in the General Report of the Advisory Council on Vocational Education, 1968,* Vocational Education: The Bridge Between Man and His Work (*Publication 2*).

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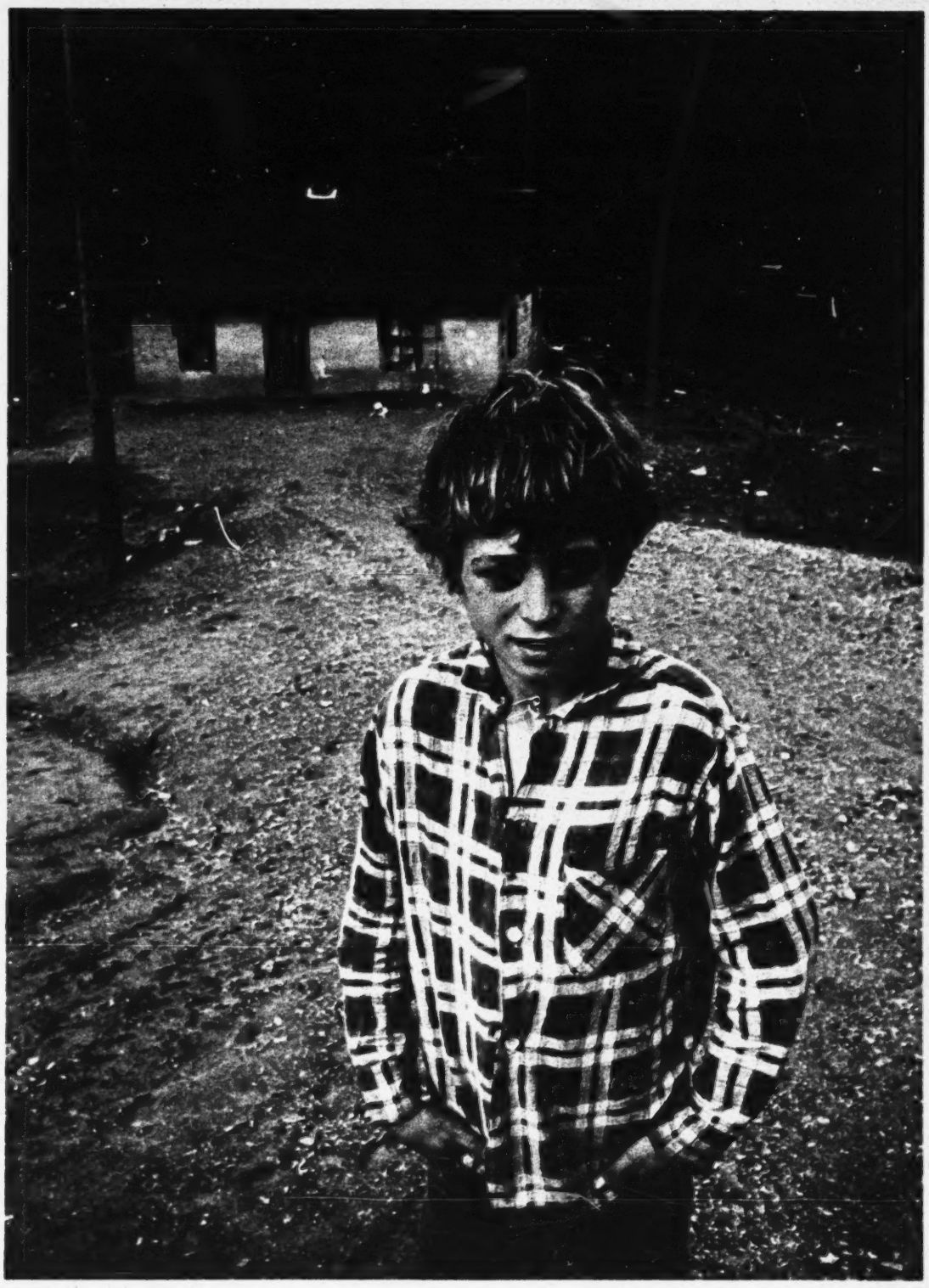
# RECOMMENDATIONS

## FOR THE COMMISSIONER OF EDUCATION

**24.** There be established two to four centers for curriculum development in vocational education.

**25.** The Office of Education provide staff for the National Advisory Committee on Vocational Education and establish guidelines for helping the States make more effective use of State Advisory Boards.

**26.** A Learning Corps be established on a pilot basis to provide improved learning experiences for economically disadvantaged youth, particularly, inner-city youth. Such corps would arrange for young people to have the opportunity of living in selected homes in rural settings, small cities, and suburban communities and to enroll in the local schools where skill development for employment would be a part of their educational program.



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George Champion, *Assistant Director*

**Our goal for the future is clear, but we must develop the courage to pursue that goal with all of the innovative potential we can muster. After all, we are concerned with the greatest resource of America—its people.**

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